

STATE COASTAL CONSERVANCY

Staff Recommendation

July 21, 2011

**TALL SHIPS FESTIVALS OF 2011**

File No. 10-008-01

Project Manager: Deborah Ruddock

**RECOMMENDED ACTION:** Authorization to disburse up to \$70,000 to the Maritime Museum of San Diego to plan and coordinate the Tall Ships Festivals of 2011 to be held at the ports of San Diego, Dana Point and Chula Vista during September 2011.

**LOCATION:** Ports of San Diego, Dana Point and Chula Vista (Exhibits 1 and 2: Location and Site Maps) in San Diego and Orange Counties.

**PROGRAM CATEGORY:** Urban Waterfronts

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**EXHIBITS**

Exhibit 1: [Project Location](#)

Exhibit 2: [Site Maps](#)

Exhibit 3: [Photos](#)

Exhibit 4: [Project Letters](#)

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**RESOLUTION AND FINDINGS:**

Staff recommends that the State Coastal Conservancy adopt the following resolution pursuant to Sections 31300-31316 of the Public Resources Code:

“The State Coastal Conservancy hereby authorizes disbursement of an amount not to exceed seventy thousand dollars (\$70,000) to the Maritime Museum of San Diego to plan and coordinate the Tall Ships Festivals of 2011 at the ports of San Diego, Dana Point and Chula Vista, including but not limited to, the sponsorship of visits by historic tall sailing ships, international maritime training vessels, and other unique craft, and the development of related activities which will promote access to urban waterfronts. Prior to the disbursement of any Conservancy funds, the Maritime Museum of San Diego shall submit for the review and written approval of the Conservancy’s Executive Officer a work program, including scope of work, budget and schedule and the names of any contractors it intends to use to carry out the project.”

Staff further recommends that the Conservancy adopt the following findings:

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“Based on the accompanying staff report and attached exhibits, the State Coastal Conservancy hereby finds that:

1. The proposed project is consistent with the purposes and objectives of Chapter 7 of Division 21 of the Public Resources Code, regarding urban waterfront restoration.
2. The proposed project is consistent with the Project Selection Criteria and Guidelines adopted by the Conservancy on June 4, 2009.
3. The Maritime Museum of San Diego is a nonprofit organization existing under Section 501(c)(3) of the U.S. Internal Revenue Code, and whose purposes are consistent with Division 21 of the California Public Resources Code.”

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### **PROJECT SUMMARY:**

The proposed project will assist the Maritime Museum of San Diego, in collaboration with the Ocean Institute at Dana Point, to plan and coordinate the Tall Ships Festivals of 2011 at the ports of San Diego, Dana Point and Chula Vista. Hosting entities are qualified non-profit organizations with an educational mission that embraces an understanding and appreciation of California’s maritime heritage.

The events will be held in September 2011 and will feature visits from historic tall ships and working craft from around the world, in conjunction with multi-cultural waterfront educational and recreational activities. The San Diego Festival of Sail will be held September 2-5. The Dana Point Toshiba Festival of Sail will be September 9-11, and Chula Vista’s Harbor Days will be held September 24-25. The event sponsors estimate their collective budget for the three events at approximately \$500,000, which, in addition to the requested Conservancy assistance, will be underwritten by a combination of in-kind contributions, private sponsorship, volunteerism, philanthropy, passport sales, and operational revenues.

Because of their compelling imagery, newsworthy quality and evocations of a romantic heritage, tall ships festivals can energize perceptions of waterfronts as desirable destinations to wide audiences. Over the past decade, a series of four triennial tall ships festivals have been the largest public events ever staged on San Diego’s waterfront area, drawing local and visiting audiences from across the state and the nation. Similar events have been held in Dana Point and in Chula Vista. In prior years, the festival has attracted as many as 500,000 additional visitors over the three to five days of the event.

The upcoming events are expected to significantly stimulate economic activities and increase visitation to the waterfront areas of the three host cities. In addition to the ships themselves, each of the events will incorporate a host of other elements and amenities including live entertainment, folk heritage demonstrations, day sails, mock battles, educational programs, theatrical performances, food and merchandise sales, parking, security and first aid arrangements. Hosting organizations will collaborate with the local ports and all related governmental authorities to secure necessary permitting, provide traffic and crowd control and trash pickup to keep visitors and the environment safe and secure.

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**Site Description:** The three festivals will be held at the ports of San Diego and Chula Vista in San Diego County and Dana Point in Orange County (Exhibit 2: Site Maps). All of these areas are working waterfronts combined with varying public amenities. San Diego's Festival of Sail occurs within and adjacent to the lease of the Maritime Museum of San Diego on the waterfront within the Tidelands Trust area managed for the public benefit by the San Diego Unified Port District. This location is home to the Museum's fleet of historic and replica vessels, including the 1863 bark Star of India and the 1898 ferryboat Berkeley, each a State and National Historic Landmark. The site consists of improved waterfront along San Diego Bay's Embarcadero, with deep-water mooring available next to a public promenade, with ample parking for substantial events. The city's cruise ship terminal is just to the south of the Museum's footprint.

The City of Chula Vista's Harbor Days event occurs within the Chula Vista Harbor, which contains over 550 boat slips with concrete docks. The Harbor is approximately 25 minutes' drive south of the San Diego Maritime Museum and downtown San Diego.

The Ocean Institute's Tall Ships Festival is held at the terminal end of Dana Point Harbor. The Institute sits on 2.4 acres of land leased from the County of Orange, and contains an educational campus to benefit the community and the region's children. There are two docks alongside the harbor walk, a constructed pier, and a native plant garden. The Institute's replica vessels the brig Pilgrim and schooner Spirit of Dana Point are berthed there. The Festival is centered on these facilities, with visiting vessels docking alongside the Institute's ship and additional mooring available in the harbor. There is substantial parking both within the harbor confines and offsite.

**Project History:** The Conservancy's support for tall ships projects has been extensive and on-going since 2002, including grants and loans totaling \$2.5 million for ship restoration and replica construction. The festivals of sail received Conservancy support of \$50,000 in 2002, \$100,000 in 2005, \$250,000 in 2008, and \$60,000 in 2010.

Sources of Conservancy funding for tall ships projects include the California Environmental License Plate Fund and propositions 40 and 84. This Conservancy assistance has leveraged more than \$11 million from other sources, mostly cash from private sponsorship and philanthropy but also in-kind contributions. This total does not include ticket sale or other operational revenue.

### **PROJECT FINANCING:**

Coastal Conservancy:	\$ <u>70,000</u>
TOTAL	\$ 70,000

The expected source of Conservancy funds for this project is the California Beach and Coastal Enhancement Account of the California Environmental License Plate Fund. These funds are appropriated to the Conservancy "for coastal natural resource restoration and enhancement

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projects and for other projects consistent with the provisions of Division 21 (commencing with Section 31000) of the Public Resources Code.” (Veh. Code § 5067.)

The total budget of the Tall Ships Festivals of 2011 is estimated to be approximately \$500,000. The Maritime Museum’s estimated contribution is \$363,000, with the balance coming from other grants and private sponsorships.

### **CONSISTENCY WITH CONSERVANCY'S ENABLING LEGISLATION:**

This project would be undertaken pursuant to Chapter 7 of the Conservancy’s enabling legislation, Public Resources Code Sections 31300-31316, regarding urban waterfront restoration.

Pursuant to Section 31301, the Legislature found the “encouragement of tourism, public access to the coast, and planned private sector development to be a benefit to the citizens of the state, as well as the local citizenry in affected urban waterfront areas.” This project will accomplish these goals by encouraging tourism, promoting public access to urban waterfronts, and providing commercial enterprises the opportunity to participate in these events.

Section 31305 directs the Conservancy to stimulate urban waterfront projects that exhibit “innovation in sensitively integrating manmade features into the natural coastal environment.” By focusing on beautiful tall ships sailing in nearby waterways and docked at waterfront piers, and encouraging visitors to explore the craft, the festivals provide a creative venue to enhance public perception of the compatibility between manmade maritime features and the natural coastal environment.

Consistent with Section 31307 the Conservancy may award grants to nonprofit organizations for the restoration of urban coastal waterfront areas. This project will enable a nonprofit organization focused on maritime issues to present a positive image of the waterfront environment, which will increase public support for urban waterfront restoration. Section 31308 authorizes the Conservancy to provide up to the total cost of any urban waterfront project.

Consistent with Section 31316, the Conservancy may award grants in coastal waterfront areas for activities that facilitate environmental education related to coastal and ocean resources, including events emphasizing maritime history. Tall ships festivals provide outstanding venues for maritime history education, offering the public opportunities to visit the types of ships that were used for active trading along California’s coast for many decades.

### **CONSISTENCY WITH CONSERVANCY'S 2007 STRATEGIC PLAN GOAL(S) & OBJECTIVE(S):**

Consistent with **Goal 3, Objective B**, the proposed project directly funds events that increase public use and enjoyment of waterfront areas. As a result of the Tall Ships Festivals of 2011, the number of visitors to the San Diego, Dana Point and Chula Vista port areas is expected to continue increasing far beyond the number that would normally visit during a four to five day period in the late summer.

Consistent with **Goal 3, Objective C**, the proposed project directly funds public events that emphasize maritime history. In exposing new audiences to the role of maritime endeavor, and by providing education about the state's precious tidelands areas, the events encourage visitors in the direction of environmental stewardship and conservation.

#### **CONSISTENCY WITH CONSERVANCY'S PROJECT SELECTION CRITERIA & GUIDELINES:**

The proposed project is consistent with the Conservancy's Project Selection Criteria and Guidelines adopted June 4, 2009, in the following respects:

##### **Required Criteria**

1. **Promotion of the Conservancy's statutory programs and purposes:** See the "Consistency with Conservancy's Enabling Legislation" section above.
2. **Consistency with purposes of the funding source:** See the "Project Financing" section above.
3. **Support of the public:** A support letter has been received signed by state senators Joel Anderson, Juan Vargas, Christine Kehoe and Mark Wyland and by assembly members Toni Atkins, Marty Block, Nathan Fletcher, Martin Garrick, Diane Harkey, Ben Hueso, Kevin Jeffries, and Brian Jones. (Exhibit 4: Letters of Support).
4. **Location:** The festivals will be held within the coastal zones of San Diego, Dana Point and Chula Vista.
5. **Need:** Conservancy assistance over the years has helped make it feasible for relatively small organizations to produce large events. Conservancy funds continue to be needed to defray the increased costs of including a greater array of educational and recreational experiences. Without Conservancy assistance, the size, scope, and quality of the events would need to be reduced.
6. **Greater-than-local interest:** Past festivals have attracted visitors from a wide region, including many from out of the state, and even out of the country. The 2011 festivals are expected to continue this trend.
7. **Sea level rise vulnerability:** The proposed project will fund the planning and coordination of maritime history festivals in September 2011 only, at existing waterfront facilities, obviating the need to assess vulnerability to sea level rise as currently projected for years 2050 and 2100, pursuant to state guidelines.

##### **Additional Criteria**

8. **Urgency:** The three festivals will be held during September 2011. The Conservancy's participation has been and continues to be a vital part in promoting these important waterfront events.
9. **Leverage:** See the "Project Financing" section above.

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10. **Innovation:** The tall ships festivals are highly creative events, offering the public quality experiences in maritime history and waterfront recreation with a multi-cultural focus. As such, they are an innovative means to attract visitors to urban waterfront environments.
11. **Readiness:** The grantee and co-sponsors are experienced in planning for and hosting public events, and are actively promoting the 2011 festivals.
12. **Realization of prior Conservancy goals:** See “Project History” section above.
13. **Cooperation:** The tall ships exposition festivals are cooperative events participated in and funded by a multitude of public and private entities.
14. **Minimization of Greenhouse Gas Emissions:** The tall ships are sailing ships possessing insignificant carbon footprints. Festival associated construction emissions are minimal, due to the temporary nature of the structures which require no heavy equipment for setup. As such Best Management Practices (BMP) are inapplicable to the festival set up. At the *Maritime Museum of San Diego* festival site, electricity to visiting ships (no heating, air-conditioning) is provided by the Museum’s own system. Venders are required to connect to the Museum’s own temporary power grid, with service provided by two efficient diesel generators. These generators are of recent manufacture and operate in compliance with state emission regulations.

Transportation to the festival sites is the largest source of greenhouse gas (GHG) emissions associated with the festivals. During the event at the *Maritime Museum of San Diego*, key staff will reside at the Museum or at the hotel across the street, eliminating individual commutes to and from the event area. Deliveries and transportation within the event area are performed exclusively by the Museum’s electric truck and additional electrical vehicles rented for the purpose. In an attempt to offset GHG cause by vehicular travel to the festival, publicity and public service announcements promoting the event emphasize the need for attendees to use the public transportation system as the only practical means of access. The San Diego light rail serves the *Maritime Museum of San Diego* festival area, as well as numerous pedicabs. Limiting GHG emissions caused by transportation to the *Ocean Institute, Dana Point* festival site is more challenging because public transportation is limited. However, staff and volunteers are encouraged to carpool or bike to the festival. Alternate free parking is made available to staff and volunteers at an off-site lot, with free shuttle van service throughout the day. Bus shuttles from other central parking locations will serve the general public. Media promotions publicize bus routes, which connect to train stations in neighboring San Clemente and San Juan Capistrano. The festival location is conveniently accessible by bicycle, with bicycle parking and locking facilities available throughout harbor grounds. To promote public transportation to the *Ocean Institute, Dana Point* festival site, admission will be discounted \$1 for anyone who arrives by public transportation. In addition, the Institute will implement a traffic flow plan to reduce GHG emissions from idling traffic. Notably, the Institute will highlight GHG emissions in the festival program. Visitors will be challenged to calculate their own carbon footprint and will be guided to find ways to offset these emissions by purchasing carbon credits or changing everyday habits.

**CONSISTENCY WITH COASTAL ACT:**

The Coastal Act specifically addresses public access. Public Resources Code Sections 30210 states the following: “[M]aximum access, which shall be conspicuously posted, and recreational opportunities shall be provided for all the people consistent with public safety needs and the need to protect public rights, rights of private property owners, and natural resource areas from overuse.” The ships participating in the festivals will be open to the public and the events will provide public access opportunities within these three important urban waterfronts.

**CONSISTENCY WITH LOCAL COASTAL PROGRAM POLICIES:**

The Port Master Plan of San Diego Unified Port District serves as the Local Coastal Program (LCP) for all Port owned lands in San Diego Bay, including Port owned lands in San Diego and at Chula Vista Harbor. Goal I is to “provide for the present use and enjoyment of the bay and tidelands in such a way as to maintain options and opportunities for future use and enjoyment”. Goal IV is to “Foster and encourage the development of commerce, navigation, fisheries and recreation by the expenditure of public moneys for the preservation of lands in their natural state, the reclamation of tidelands, the construction of facilities, and the promotion of its use”.

The certified San Diego County LCP contains policies to develop its waterfront to serve open space and park functions, and to make them physically and visually accessible to the public. In the waterfront section of the City of San Diego’s City Centre/Pacific Highway Corridor Local Coastal Plan the waterfront is recognized as “downtown [San Diego’s] most important resource” and states that development should emphasize “significant parks and open spaces with pedestrian and visual access to and along the water, supported by public and visitor oriented activities”. The City of Chula Vista’s 1992 certified LCP for the city’s bayfront, Public Access chapter, states that “public access to the shoreline...is one of the key provisions of this plan”, and calls for “public and low-cost recreation” for the mid-bayfront.

The Dana Point Harbor Revitalization Plan serves as the LCP for the harbor area in Dana Point. Chapter 6.0 *Public Access and Recreation* sets forth the Land Use Plan goals and policies for Dana Point Harbor implementing several sections of the California Coastal Act that pertain to providing public access in the Coastal Zone. Chapter 6.1.1-2 states “priority should be given to those projects that provide for coastal recreational opportunities for the public. Lower cost visitor and recreational facilities shall be protected, encouraged and where feasible, provided.” Chapter 6.1.1-3 states the necessity to preserve, maintain, and enhance existing public access ways and existing areas open to the public and to create new public access opportunities where feasible. Chapter 6.1.1-9 states that “public access, which shall be conspicuously posted, and public recreational opportunities, shall be provided to the maximum extent feasible for all the people to access the coastal zone area and shoreline”.

The festivals will promote the above LCP goals by providing exciting and affordable visitor oriented events and activities within harbor and waterfront environments capable of accommodating them.

**COMPLIANCE WITH CEQA:**

The Tall Ships Exposition festivals are part of the normal operations of the existing facilities of the Port of San Diego and other likely port locations for a public gathering where there is a history of such gatherings. It is therefore categorically exempt from the California Environmental Quality Act under 14 Cal. Code of Regulations, Section 15323. Upon approval, staff will file a Notice of Exemption.